



THE ALBERTA MUNICIPAL



# Counsellor

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November, 1959

## WANTS 1960 BORROWING REDUCED

### MFC ASKS LOWER TARGET

Municipal Financing Corporation officials have been watching the money markets closely with a view to borrowing the final amount required by Alberta municipalities to complete their 1959 capital programs. In making the statement recently, F. G. Stewart, Deputy Provincial Treasurer and MFC general manager, said the total would be as much as \$17,000,000. "The municipalities have submitted applications for at least this amount," he added, "and the money will likely be made available to them before the end of the year."

Mr. Stewart did not anticipate any difficulty in borrowing the money, but said the problem would be to keep the interest rate as low as possible. Asked if the rate would remain at the 5 5/8 per cent charged for the initial \$50,000,000 loaned this year, he said an increase was unavoidable but could not name a figure at this time.

Commenting on a letter mailed out to all local borrowing authorities by the Municipal Financing Corporation in September, he said it served two purposes. First, it asked school and hospital boards as well as municipalities for an estimate of the amount they would have to borrow during 1960. Second, it stressed the necessity for them to reduce their requirements from their 1959 applications. For the current year, the total will reach nearly \$70,000,000. Mr. Stewart said the Board felt that a limit of \$50,000,000 would have to be set for 1960.

"This will involve some cutting back", he said. "We're hoping everybody will co-operate to this end".

The Municipal Financing Corporation loaned Alberta municipalities in excess of \$40,000,000 of provincial funds during 1957. Suspending operations in 1958, it resumed lending in 1959. Money borrowed on the open market under guarantee by the Province has been used to purchase local debentures. This year municipal hospital districts and school boards have had direct dealings with the Corporation for the first time.

#### Alberta Association of Municipal Districts and Counties

#### CONVENTION CALL

The 51st Annual Convention of the Alberta Association of Municipal Districts and Counties will be held in the Macdonald Hotel, Edmonton, Alberta, on November 17, 18, 19 and 20, 1959. This is a four-day convention to allow time for resolutions and discussions.

I would like to extend an invitation to all who are interested in municipal government to attend.

Suitable arrangements are being made to take care of a program for the ladies.

A social evening is planned for Tuesday, November 17th. The banquet for delegates, ladies and visitors will be held on Thursday, November 19th, at 6:30 p.m., followed by a dance.

I shall look forward to seeing and welcoming you at the Convention.  
C. P. HAYES, President.

"ASSIMILATION . . . WILL TAKE TIME AND PATIENCE"

### HUTTERITE REPORT RELEASED

Administration of Hutterite affairs by a three-man "Communal Property Board with full discretionary and plenary powers on all matters coming within its jurisdiction" is recommended by the Hutterite Investigation Committee in its report to the Provincial Government released by Premier Manning October 13. Completed under the chairmanship of Charles P. Hayes following the death of Wm. Frame, the report consists of five "chapters" and covers 46 pages. Fifty-seven briefs are listed in the appendix as having been received by the Committee.

After study and investigation covering a year almost to the day, the Committee went on record as being "unanimous in its opinion that some form of regulation governing the acquisition of lands by Hutterites for the purpose of establishing communal settlements is necessary and in the interests of the agricultural industry as a whole." At the same time it holds the view that "official restrictions placed upon these people over the centuries would seem to indicate that the process of integration has been retarded rather than advanced by such measures."

The appointment of a Board, says the report, "with discretionary powers and also acting in a consultative and advisory capacity would appear to be the answer."

Much would depend upon the personnel of such a Board, and the Committee suggested its members should be "men of high purpose, vision and integrity". In regard to land problems, it was hoped that the Board would "enter into mutual agreement with the Hutterites wherever possible." In fact a major function of the Board is seen as "advising the colonies in respect to areas where land is available in fairly large blocks, and where the competition for land is relatively low."

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**HUTTERITE INVESTIGATION COMMITTEE** - After a full year of public hearings and private meetings the Special Committee investigating Hutterian affairs in Alberta completed its report during September.

Pictured above are Chas. P. Hayes, Strome, who served as committee chairman following the death of W. E. Frame on August 6; G. G. Rourke, secretary; J. M. Bentley, North Edmonton, member; William Todd, Lethbridge, member.



# THE SECOND PAGE . . .

## WE BELIEVE . . .

- o That faith in God gives meaning and purpose to human life
- o That the brotherhood of man transcends the sovereignty of nations
- o That economic justice can best be won by free men through free enterprise
- o That governments should be of laws rather than of men
- o That earth's greatest treasures lie in human personality
- o And that service to humanity is the best work of life.

- The Jaycee Creed

## A TREMENDOUS PRIVILEGE

Most folks we talk to seem real pleased that in some Alberta centres the percentage of electors who cast their ballots in the civic elections a while ago showed a substantial increase over those voting last year. You may recollect the 1958 tally in most of our towns and cities was a shameful 10-15 per cent. This year (although a few showed little or no improvement) some of the bigger centres recorded a whopping 50 per cent or more of the eligibles.

Well, compared to what it has been, we guess there is room for a small measure of satisfaction. But thinking of those who just didn't bother to vote, we're afraid there's still cause for alarm.

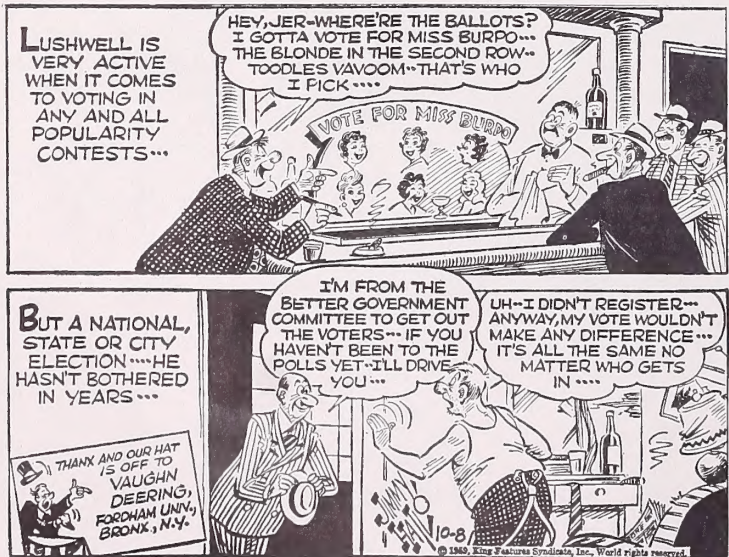
Now before we start criticising those who hold their citizenship so lightly, maybe we had better say a word about a preacher back in the church we attended many years ago. Every so often he'd take a look at an empty seat, throw away his notes, and spend at least half an hour telling us that the congregation and the collections were both getting smaller all the time . . . and that we had better do something about it. We'd sit there squirming as if we were the back-sliders while the minister really did his chores. Near as we could calculate at the time, those sermons never did us any good.

It's probably the same thing about voting. There's not much point in ranting about people who don't exercise their franchise in front of those who do. The message isn't getting to the right people. Nevertheless, we should remind ourselves (and every so often) that we're lucky we have the right to change our mayors and our councillors when the need arises. These men and women are working for us, and if they don't do a good job, we can fire them. Helping to choose the right people is a duty. But above all, it's a privilege. A tremendous privilege.

Coming back to church attendance, we're glad to note, (forty years after we took those scoldings aimed at people who weren't there) that our churches are fuller and bigger and more numerous than ever before. Those sermons might have done some good after all. ●

(Thanks to Hatlo)

THEY'LL DO IT EVERY TIME



## SORRY TO BRING THIS UP

Secretary-Treasurers in a small number of Alberta municipalities have placed the Department in a position of some embarrassment. Not that it's intentional, but either way (inasmuch as it could lead to real hard feelings) we sincerely hope it goes no further.

The situation hinges on the necessity for all clerks or secretary-treasurers to "forward to the Department of Municipal Affairs, as soon as the tax notice has been printed:

- (a) A copy of the tax notice of the municipality; and
- (b) Where the statement of Provincial assistance does not appear on the tax notice, a copy of the notice as referred to in instructions 2 and 3 (mailed to all municipalities on April 27); and
- (c) His certificate that a similar notice as mentioned in Clause (b) was forwarded to all persons whose names appear on the assessment and tax roll."

The above is according to the law of the land which all secretary-treasurers undertake to uphold. If anyone fails to do so, his municipality could be penalized as the statutes go on to say . . . "the Provincial Treasurer may, upon the recommendation of the Minister (of Municipal Affairs) withhold any moneys payable to that municipality until the municipality has complied with the requirement".

All this seems straightforward enough and yet (as we said before) a number of municipalities have not "complied with the requirement" with the result that our colleagues find themselves in a dilemma. They cannot ignore the provisions of the Acts cited . . . and they certainly don't want to see any municipality penalized.

If you were in their position, what would you do? ●

## FROM THE RECORD

Thanks to Miss Carter for initiating the necessary research, we came up with the complete list of Ministers and Deputy Ministers of Municipal Affairs since the formation of the Department in 1911.

Officials and their (approximate) tenure of office are as follows:

Minister	Deputy
Hon. Archibald J. McLean . 1911 *	Jno Perrie . . . . . 1911-19
Hon. Chas. Stewart . . . . . 1912-13	
Hon. Wilfred Gariepy . . . . 1913-18	
Hon. A. G. MacKay . . . . . 1918-20	J. H. Lamb . . . . . 1919-24
Hon. C. R. Mitchell . . . . . 1920-21	
Hon. R. G. Reid . . . . . 1922-23	R. English . . . . . 1930-33
Hon. H. Greenfield . . . . . 1924-25	W. D. Spence . . . . 1925-29
Hon. R. G. Reid . . . . . 1926-34	
Hon. Geo. Hoadley . . . . . 1935	E. L. Gray . . . . . 1934-35
Hon. C. Cockroft . . . . . 1936	A. Soutter . . . . . 1935-46
Hon. Lucien Maynard . . . . 1937-42	
Hon. C. E. Gerhart . . . . . 1943-	J. W. Judge . . . . . 1946-55
Hon. E. W. Hinman . . . . . 1955	
Hon. A. J. Hooke . . . . . 1955-	A. W. Morrison . . . 1955-

\* The Department of Municipal Affairs Act was assented to December 20, 1911. Mr. McLean was appointed Minister the same day and held office until Chas. Stewart's appointment May 4, 1912.

## THIS MONTH

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Department of Municipal Affairs,  
Edmonton, Alberta.





# THE PURPOSE OF AN ASSESSORS' MANUAL

BY J. B. LAIDLAW, ASSESSMENT COMMISSIONER

A PAPER DELIVERED BY MR. LAIDLAW TO THE 1959 CONVENTION OF THE NATIONAL ASSOCIATION OF ASSESSING OFFICERS HELD OCTOBER 11 to 14 IN PHILADELPHIA

While my assignment as a member of this panel specifically concerns the preparation and use of the Alberta Assessment Manual, I sincerely trust that an outline of our problems creating its need will have the effect of adding in some small measure to a healthy discussion of the subject generally.

Much has been stated and written by experts regarding the meaning of value for taxation purposes and while opinions may vary, it seems reasonable to conclude that statutory requirements actually dictate the principles to be employed which in turn govern the methods finally selected.

## NORTH of MONTANA

To digress for a moment, you gentlemen are undoubtedly aware that Canada is comprised of ten provinces and Alberta lies in the westerly portion directly north of the State of Montana. Our Federal Government is the senior body while each province derives its power to govern and legislate through the terms of the British North America Act which Statute created the Dominion originally.

Alberta covers an area some 255,000 square miles in extent and contains a population of approximately 1,200,000 people. The Province is divided into 252 urban municipalities (cities, towns and villages) and 99 rural municipalities with about 67% of the population being located in urban centres.

The provincial legislative assembly (similar to a state legislature) is made up of 65 duly elected members with the majority party holding the reins of government. This governing body enacts legislation whereunder municipalities operate and the government itself is composed of various departments whose functions are entirely of an administrative nature. Each department is presided over by an elected member of the governing party who after appointment becomes a Minister of the Crown. The Department of Municipal Affairs for example is charged with the responsibility of advising municipalities on all matters pertaining to municipal government and in addition prepares the necessary draft material when legislation affecting municipalities is proposed.

While I have strayed somewhat from the subject under review, I deemed it necessary to provide some background by way of explanation as to why the use of an assessment manual has been found convenient and acceptable in my part of the country.

## TWO AUTHORIZATIONS

In Alberta we have two statutory authorities which authorize the valuation of property for taxation purposes, namely The City Act which applies exclusively to cities and The Assessment Act which has application to all other municipalities. Generally speaking the terms of these Statutes are quite similar and in each instance "fair actual value" is defined as meaning fair actual value determined according to the standards and methods recommended by the Assessment Commissioner and prescribed by the Minister of Municipal Affairs. Undoubtedly many of you will disagree with this arrangement, arguing quite properly that the assessor is thus relieved of his proper responsibility. However, problems peculiar to certain areas sometimes justify the modification of facts and we have found that by a clear definition of value the use of an assessment manual is not subject to legal implications and assessors are provided with a common yardstick whereby assessment uniformity may be achieved on a province-wide scale. Also, and due mainly to a scarcity of property transactions and rental information especially in the smaller municipalities, (not to mention a serious lack of assessor personnel trained in the very technical field of appraisal) property valuations geared to sales and rental data have proven entirely impractical for our purposes.

It has been truly said on more than one occasion that necessity becomes the mother of invention and as no other scheme seems to lend itself so readily to the business of mass appraisal, Alberta Assessors and municipalities alike have found the use of a manual quite satisfactory during a lengthy period of time. This satisfaction may be attributed in part to the fact that provincial grants in aid as well as certain school and hospital costs allocated amongst municipalities on

the basis of property assessments, appear to have been distributed over the years in a fair and equitable manner.

## PRODUCTION BLUEPRINT

Before attempting to draw a blueprint for the production of the Alberta Assessment Manual a number of important factors were considered. Known techniques and advanced procedures employed elsewhere in the assessment field were carefully studied and analysed both in theory and practical application with special regard to the individual circumstances under which such techniques and procedures were utilized.

In Alberta as elsewhere, we have experienced a tremendous boom in the construction industry with general economic conditions at a high level. Demands for services have increased enormously resulting in higher tax rates which in turn has led to a much closer scrutiny of property valuations. It is essential therefore that assessment practices and procedures be kept fully abreast of development. Considering present day ultra modern buildings and the multi-million dollar industries flourishing throughout our Province, it appears evident that assessors by themselves find it most difficult to keep properly informed and we have accordingly just recently completed an entirely new version of our manual.

In 1957 the Provincial Assessment Commissioner established a permanent Research Branch the main function of which entails a continuing study of material and labor costs as well as market trends in all areas. This measure we feel ensures that the tools supplied to assessors are kept up to date and revised as the occasion demands.

## AS GOOD AS USER

It is true that an assessment manual is only as good as its user and it must therefore be practical and accurate in its averages. Careful consideration and study must be given to the selection of typical buildings and unit costs if such are to be properly applicable over a wide area. Price stability within the jurisdiction of the Alberta manual was therefore closely studied as well as the various building codes and regulations prevailing throughout the Province.

The relationship of labor and material in typical buildings was found to vary substantially depending upon location and also with respect to construction techniques peculiar to certain localities. It was finally decided that individual estimates of construction costs for a range of typical sizes within one particular class of building would necessarily have to be made. Thus all rate schedules contained in the manual are based on complete estimates of construction costs in the year 1957. For each schedule four typical sizes of a specific building were selected and individual estimates of costs were made for each size. We have defined an estimate as a "short range forecast of construction cost under carefully specified circumstances". Having thus attained normal construction cost, the owner is not penalized by reason of incompetence in workmanship, abnormal costs incurred because of adverse weather conditions etc. Estimates were plotted on a graph from which the rates for intervening sizes were derived.

To enable the Research Office to make such estimates, prices on labor and building materials were gathered from every available source after which they were analysed and filed in 92 major filing divisions. Our technical library was expanded, selected blueprints were scrutinized and occasionally modified, and meetings were held with all interested parties whose advice and suggestions were gratefully received.

## FACTOR of OBSOLESCENCE

For assessment purposes normal construction cost estimates were reduced by 25% to represent approximately the 1950 level of value and for the purpose of flexibility the cubic foot method was chosen as the unit for measuring volume. This method has also allowed for the adaptation of utility volume for assessment purposes. Thus we acknowledge the factor of obsolescence caused by variations in excessive storey height and architectural variations in roof structure having no habitable utility value, etc.

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## THE EVOLUTION OF

# ALBERTA'S MUNICIPAL SYSTEM

## A COMPILATION SHOWING MAJOR CHANGES IN THE STATUTES THROUGH THE YEARS

By the time Alberta was proclaimed a Province on September 1, 1905, there had been considerable municipal development. Calgary became the first incorporated town in 1884 with Lethbridge following suit in 1891. Edmonton was third in 1892 and Macleod was fourth later in the same year. Medicine Hat's incorporation dates from 1899. School districts were also organized (the first being in Edmonton in 1884) and herd as well as fire districts had been tried but with little success.

Statute Labor Districts were provided for under territorial legislation in 1887, the purpose here being to build roads, fill sloughs and perform other similar duties. Only one district was organized under this ordinance, chiefly because it required at least fifty residents within an area of approximately 144 square miles, but three years later in 1890 the Statute Labor and Fire Ordinance was passed which relaxed the resident requirements. Alberta's first statute labor and fire district was organized in the Clover Bar area in 1893, and the following year eight more such districts were organized in the Province. By 1896 when Sir Clifford Sifton was Minister of the Interior, Alberta had 36 statute labor districts.

A further ordinance was passed in 1897 when local organization was again changed. Statute labor districts were renamed "local improvement districts" and under a further ordinance passed in 1903 some 72 local improvement districts, in size from three to six townships, were organized. When the Province was formed these rural units were administered under the Local Improvement Branch of the Department of Public Works still following the Ordinance of the North West Territories, chapter 73, 1905.

### Ordinances of the North West Territories, 1905

When the Province was formed, the local improvement districts were administered by the Local Improvement Branch of the Department of Public Works. Qualifications of a member of a council can best be described by quoting the sections relating thereto, which were as follows:

#### Qualification of Member of Council

Every person of the age of twenty-one years who is the owner or occupant of rateable land within the division and is not under any of the disabilities hereinafter specified shall be qualified to be elected to act as a member of the council of the district. In case any councillor elected is not a resident of the district he shall not be entitled to mileage in attendance at meetings of the council for any distance travelled by him beyond the limits of the district.

No person who-

1. Is concerned or participates in the profit of any contract with the council; or
2. Has been convicted of any criminal offence subject to imprisonment for three years or more; or
3. Is undergoing a sentence of imprisonment; shall be capable of being or continuing a member of council. Provided that nothing herein shall disqualify any person from being or continuing a councillor solely because he is concerned or participates in a transaction with the council in respect of-

1. A lease, sale or purchase of lands; or
2. An agreement for such lease, sale or purchase; or
3. An agreement for the loan of money or any security for the payment of money; or
4. A contract entered into by any incorporated company for the general benefit of such company; or
5. A contract for the publication of any advertisement or advertisements in a public newspaper. 1903, 2nd session, c. 24, s. 13.

The qualification of an elector was defined in section 18 of this statute as follows:

At any election all persons who are owners or occupants of rateable land in the division shall be entitled to vote. 1903, 2nd session, c. 24, s. 18.

Section 21 provided that every elector of a division may vote by signing a declaration before the returning officer in Form A, of the

schedule to the Ordinance. When an elector signed form "A" he declared himself to be over 18 years of age and a ratepayer of the division. In the body of the form, he also set out the description of the land upon which he voted and the name of the person for whom he cast his vote. There was no provision for a secret ballot at this time.

Section 25 provided that a Returning Officer be appointed to conduct an election for each division with the annual election held on the second Monday in January.

Section 25(a) required the returning officer to post notices in form "C" of the schedule calling a meeting of the electors to be held on the second Monday in January, when a poll opened at 10 A.M. for the purpose of electing a councillor.

### STATUTES OF ALBERTA - 1906

Chapter 12 of the above statutes amended the Local Improvement Ordinance and certain changes were made in regard to the conduct of elections. Section 18 of the Ordinance which dealt with qualifications of electors was amended by adding the following sub-section:

"(2) At any election after the first election all persons who are owners or occupants of rateable land in the division and who have paid all taxes due to the district shall be entitled to vote."

Section 20 was repealed and a new section substituted. The new section allowed the vote to be cast by secret ballot if an elector or candidate, in writing, requests the Returning Officer to conduct the election by ballot.

The new section 20 is quoted hereunder:

"20. At the time and place mentioned in the notice referred to in the next preceding section the returning officer shall proceed to the place of election and at the hour of 10 o'clock in the forenoon shall call for nominations for the office of councillor. At the expiration of one hour the returning officer shall declare the nominations closed and if only one person has been nominated such person shall be declared elected by the returning officer, but if more than one person be nominated the returning officer shall proceed to an election and shall open a poll which shall remain open three hours, and such one of the persons nominated as receives the largest number of votes shall be declared elected by the returning officer."

"(2) At any time before the opening of the poll an elector or candidate may demand in writing, delivered to the returning officer, that the poll be by ballot and in such case the returning officer shall proceed as follows:

"(a) Set apart a portion of the room where an elector may mark his ballot without the manner of marking the same being discovered;

"(b) Provide sufficient ballots which shall consist of plain sheets of paper all of equal size and shape and as nearly as may be four inches long and two inches wide;

"(c) Provide a receptacle into which the ballots shall be placed when marked.

"(d) Give to each elector who signs a declaration in the form "E" in the schedule to this Act in the case of a first election, and who signs a declaration in the form "F" in the schedule to this Act in the case of any election after the first election, upon demand a ballot and explain the manner of voting to him;

"(e) Count the ballots when the time has expired for voting and declare the result."

"(3) In the event of an election by ballot the manner of voting shall be as follows:

"(a) The returning officer shall initial each ballot before delivering it to the voter;

"(b) The voter shall write across the ballot the name of the can-



"... WE BEGAN REDUCING THE MUNICIPAL MILL RATE IN 1951—  
AND REDUCED IT TO THE POINT WHERE IT WAS NIL BY 1954."

# NO MUNICIPAL TAXES IN COLEMAN!

REPRINTED FROM THE FINANCIAL POST

The people of Coleman laugh at the old aphorism that it's impossible to escape death and taxes.

The last time they paid municipal taxes was in 1954—and this Utopian situation can continue as long as the Coleman Light and Water Company remains on today's profitable footing.

The astounding fact the town is operating without levying municipal taxes is one of the main factors in keeping it alive.

It has escaped death even though its chief industry received post-war body blows that reduced the working force from 1,200 to 175.

The man chiefly responsible for Coleman not being written off the books as a ghost town as everyone expected when Coleman Collieries shut down a large part of its operations, is its mayor, Lebanese-born N.E. (Frank) Aboussafy, an astute dry goods merchant.

## MAYOR ABOUSSAFY

Being a merchant, Aboussafy classes himself as a stout free-enterpriser but his premise of good government is:

"Where a monopoly occurs, it should be publicly owned or capably supervised by the government."

He and his council got a chance to prove how a monopoly could benefit the public in 1948 when the town recalled the franchise for electric power from Coleman Collieries (an amalgamation of International Coal and Coke Company and McGillivray Creek Coal and Coke Company).

In 1922 the town granted International Coal and Coke a franchise to retail hydro to Coleman consumers at a rate of profit which would pay off the capital investment of installations by 1948.

The company was able to buy hydro in bulk for its mining operations from East Kootenay Power Company and resell a portion to consumers at commercial rates.

The agreement was that in 1948 Coleman was to receive an option to buy the system from the collieries. After much litigation it did so for \$80,000. The town put 20-year debentures on the market. They were oversubscribed by its own citizens in \$500 and \$1,000 denominations.

"Being callable any time after four years, the town repaid the total sum to the citizens by 1955," said Mayor Aboussafy.

## POWER IN BULK

When the town went into the hydro business it found there was a fat profit in buying electrical power in bulk and selling it at the going rates.

"We not only began repaying the debenture in large chunks but found there was still a large amount going into surplus," said the mayor. "Rather than see it lie idle we began reducing the municipal mill rate in 1951—and reduced it to the point where it was nil by 1954. "Understand, this was the municipal mill rate only. The people still pay district hospital and school taxes."

Besides the profits made by the light and water company, the town also benefits by a government grant under The Municipalities Assistance Act.

And here's another point: Until 1953 hydro was retailed for an average of 6¢ kw after the minimum monthly service charge. After 1953 the consumer retail rate was dropped to 1.5¢ kw after minimum. This gives Coleman one of the lowest rates of any Alberta town, says Aboussafy.

Ernest Montalbetti, hydro superintendent, pointed out a result of dropping the rates: "Lowered rates have encouraged many con-



COLEMAN COUNCILLORS - Four of the seven men administering the affairs of the Town of Coleman in the Crowsnest Pass area face the sun in front of the Town Office. From the left: Mayor N.E. (Frank) Aboussafy, John Ramsay, Angelo Toppiano, Joseph Wavrecan. Councillors not in the picture are George Jenkins, Armaldo DeLuca and W. Dibble. (Photo by Vern Decoux, Blairmore)

sumers to install electric stoves, TV's, washing machines, deep freezers and such. Even though this is a coal town they are even using electricity for heating."

"There is no doubt this area became poorer since the mines closed," said the mayor. "However, we have done a great deal to keep people from moving away until our Crowsnest Industrial Development Committee can attract other industries." He is president of the committee.

In 1948 the population of greater Coleman was 4,000. Now it is 2,800. Coleman town had a 1948 population of 2,000; now it is 1,500.

## PROFITS MADE

From 1948 to 1958 total profits of the light and water system were \$290,901.37. It paid off debentures and interest of \$88,633.53, contributed \$117,549.99 to lower taxes and last year \$30,790.94 was taken from the accumulated profits to install an artificial ice plant in the arena.

This left a balance of profits of \$53,896.84, a statement especially prepared for FP shows. Over \$16,000 of this was spent improving the system and the balance has been put into bonds as a contingency reserve.

The town water system is gravity operated, originating from a dam high in the mountains on Nez Perce Creek.

Mayor Aboussafy says the town has no immediate plans for using the profits for any further large capital improvements, although the town is steadily improving a park-playground.

At a nomination meeting he told citizens: "In 1948 it cost you \$20,000 for administration, fire and police protection, public works, health and welfare, parks, cemeteries, etc. In 1953 the cost was \$38,000 and in 1958 it was over \$41,000.

"These amounts are being raised without collecting taxes. We believe this is an ideal situation."

How long this can be carried on is hard to say ... as the income of the light and water company is gradually decreasing. But if the economy practised at present continues and there is no reduction in income and nothing is done to reduce the financial soundness of the company, this situation can continue for years to come."

## FROM WETASKIWIN

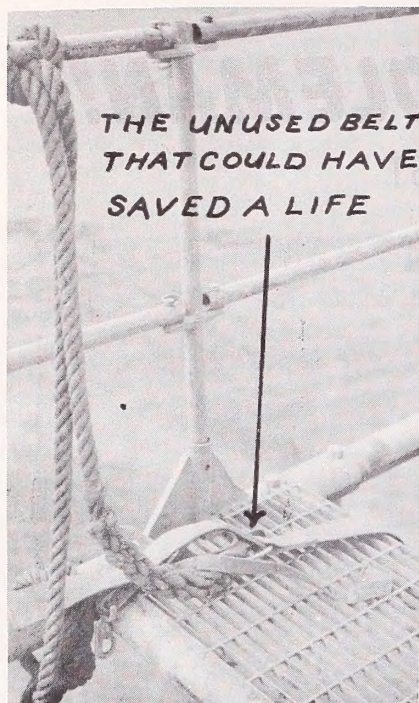
Mayor Aboussafy came to Montreal as a boy, then moved to Wetaskiwin in 1911 with his family. A general merchant there until 1936, he moved to Coleman to become a dry goods merchant.

When he came he made up his mind that a business man could

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## SCENE OF THE ACCIDENT



On September 4th, 1959, a derrickman was killed when he fell from the fourble board of a drilling rig near Galahad.

The crew had run thirty stands into the hole and had begun to ream as the next three stands were added. As the elevators were raised to latch onto the following stand, the derrickman reached out for the elevators and fell to the derrick floor. He was not wearing a SAFETY belt at this time. Prior to the accident, crew members stated he was wearing his safety belt. No explanation could be given as to why he had removed his belt.

Following is an excerpt

from the jury's verdict at the inquest:

"The deceased came to his death by falling from the fourble board through carelessness on his part by the act of removing his SAFETY belt against regulations".

Toolpushers and drillers make sure that workmen observe and heed SAFETY regulations.

Safety belts and equipment are provided for your protection.

DON'T fall down on the job. USE your SAFETY belt.

- W. E. Sutton, Chief Factory Inspector



## SECRETARY'S CALENDAR

### Every Month

5th-Within 5 days after the end of each month secretary-treasurer shall prepare statement of monies received and their disposition, submit to council at next meeting and enter a copy in the minutes. Sec. 61(v). (Municipal District Act.)

Dec. 15 - Final installment of Hospitalization Benefits Act requisition. (Sec. 12 Hospitalization Benefits Act.)

Dec. 15 - Quarterly installment of school requisition shall be paid. Sec. 338.

Dec. 31 - Charges for destruction of pests not paid before this date shall be added to taxes on land. Sec. 278.

Dec. 31 - Financial year closes. Sec. 69.

Dec. 31 - Prior to this date council shall provide for nomination on third Saturday in February or three days before or after. Sec. 96(1), (3).

Dec. 31 - Assessor to complete his assessments by this date. Sec. 20(2) Assessment Act.

### Town and Village Act

### Every Month

15th-Secretary-treasurer shall prepare statement of monies received and their disposition, submit to council at next meeting and enter in minutes. Sec. 67(r).

Dec. 1 - Final installment of Hospitalization Benefits Act requisition due. (Sec. 12 Hospitalization Benefits Act.)

Dec. 15 - Final quarter of school requisition due. Sec. 355.

Dec. 31 - Assessor to complete his assessments by this date. Sec. 20(2) Assessment Act.

Dec. 31 - Secretary-treasurer shall prepare to finalize books and records for audit. Sec. 67(t).

### Tax Recovery Act

Dec. 31 - Taxes deemed in arrears if unpaid after this date, unless later date lawfully fixed for payment. Sec. 3(9) and 4(4).

## PURPOSE of an ASSESSORS' MANUAL

(From Page 3)

For practical purposes the manual was divided into five distinct sections with Part One setting out the framework of standards essential to the assessment system as embodied in the four major working sections.

Sections two and three cover residential and commercial buildings respectively and provide some eighty-seven major rate schedules applicable to such types of property.

Section four is titled "Unit Cost Section" and suggests assessment rates based on units of square feet or square yards of construction. This section, it is hoped, will serve as a guide to assessors faced with the problem of evaluating buildings not conforming to any fixed standards and for which it is not practical to include a major rate schedule.

Section five deals with the valuation of rural lands. The system adopted for assessing rural lands in Alberta is based on a soil rating index which reflects the typical, or expected, productivity of the soil under typical management. The factors considered in arriving at a rating index are climate, soil profile and texture and such cultivation hazards as stones, topography, tree cover, etc. The aggregate of the percentage ratings determined for each of the factors affecting production gives an index of relative productivity which when applied to the basic value established for a 100% soil results in an assessed value for the parcel. This value is then adjusted for location factors, such as access market facilities and schools. Separate soil rating schedules are used for dry lands and irrigated lands. Irrigated lands receive additional consideration on the basis of type of farm operation and relative economic stability of the district.

### NO EFFORT SPARED

The manual is cut to a size of 6 1/2" x 10" for ease of handling and along side each schedule appears a photograph of a building typical of the construction costs expressed in the recommended assessment rates. The rural land section also includes twelve color reproductions of typical Alberta Soil types.

To facilitate instruction in the use of the manual, inspectors from the staff of the Assessment Commissioner are available at all times and in addition the University of Alberta in conjunction with the Department of Municipal Affairs offers a three year municipal assessment course by way of in-service training.

The cost of preparation, printing and distribution of the manual is paid from provincial government funds voted annually in the appropriation allocated to the Assessment Commissioner. Apart from revenues representing registration fees contributed by assessors participating in the assessment course and amounting to \$60 per year for each participant, the total cost of the in-service program is also borne by the provincial government.

Needless to say no effort has been spared to make the Alberta Assessment Manual as completely practical and sound as possible. As a safeguard however, property valuations computed in accordance with the manual are subject to annual review by a duly appointed Equalization Board. In this manner we feel that the rights of all parties are amply protected.

### NOT IN COLEMAN!

(From Page 5)

not afford to become involved in local politics. However, in 1939 he was persuaded to assume the unexpired term of a councillor for one year. He figured his friends wouldn't make any further demands on him if he filled the term. But he became embroiled so deeply in town affairs "I was forced to run again in self-defence."

He did so and was elected councillor for a three-year term. In 1943 he was elected mayor and has been acclaimed every two years since then. He was 1954-55 president of the Union of Alberta Municipalities.

And from the way he has steered town affairs through a time of despair, Frank Aboussafy has won a permanent niche in the town's history.

- The Financial Post

Mention of the county brings up a confusion of terms. The municipal county occurs in five of the provinces but the "county" of Nova Scotia or New Brunswick, which is the basic rural unit of local government, is quite different from the county of Quebec or Ontario. In the latter it is a second level or tier, including both rural and urban municipalities. Again, the county as recently established in Alberta is not exactly comparable with either of these.

- K. Grant Crawford  
in "The N.B. Municipal Monthly"



### HUTTERITE REPORT (From Page 1)

The Board would act as an "intermediary" striving to improve relations, for example, between local merchants and Hutterite colonies by encouraging the former to supply goods in quantity to the colonies. Since Hutterites usually pay cash, the Committee contends it should be possible for both to enter into such business arrangements "to their mutual advantage".

According to the report, the Board would "supersede the Minister of Municipal Affairs who is presently charged with the administration of The Communal Property Act". (E.F. Breach is Director of The Communal Property Act which restricts colonies to a maximum of 6,400 acres not less than forty miles apart. Mr. Breach is also chairman of the Alberta Assessment Appeal Board.)

#### POWERS of the BOARD

Powers suggested for the proposed Communal Property Board are set out in the report as follows:

1. To make regulations and issue orders with the approval of the Lieutenant Governor in Council, on all matters which it deems necessary for the carrying out of its duties.
2. To take a census by age and sex of each and every colony annually or at periods to be determined by the Board.
3. To determine the acreage necessary for the economic requirements of the colony having due regard to the well being of surrounding communities.
4. To require all colonies to be registered with the Board at a nominal fee and before any new colony may be established to require a permit for same to be issued by the Board.
5. To issue, refuse, cancel or suspend permits for the sale and acquisition of lands.
6. To establish liaison between the colonies and the vendors of property.
7. To engage the services of experts and persons engaged in the practice of a profession, if deemed expedient.
8. To take an inventory by acreage and legal description of the land holdings of each colony, owned, leased, occupied or used in any manner whatsoever.
9. The Board to call meetings and hearings at which all the parties concerned may be heard.
10. The Board to have those powers conferred upon a commissioner under "The Public Enquiries Act".
11. Adequate penalties should be provided for infractions of the Act and regulations and there should be adequate provision in the Act to enforce the orders and directives of the Board.

After a comprehensive survey of the communal way of life practiced in 55 colonies by Alberta's 5,000 Hutterian Brethren, the Committee decided that assimilation of the group has undoubtedly been slow but "certainly not at a standstill". The increasing use of modern farm machinery and trucks (but not passenger automobiles) is given as evidence of progress in this regard. Colored rugs, plaid skirts, small flower gardens are other examples of changes brought about by increasing contact with "the outside world".

#### EDUCATING the CHILDREN

Major attention in the Committee's report is focussed on education of Hutterite children, bearing out the claim that "persuasion" is better than legislation in leading the group to enter more fully into the life of "the dominant society". It was found that Hutterite elders feared sinful indoctrination would follow attendance at schools outside the colonies and exposure to the doctrine of private ownership of goods (would lead) to greed and materialistic values". Fear of patriotic attitudes was also found to exist, the result of Hutterites acknowledging neither loyalty to a country nor responsibility of citizenship.

Hutterite children begin the colony kindergarten at two and one half years, thus leaving their mothers free to carry their share of the common work. Schools which they enter at the age of six are administered in the usual way, with the one-room school building being

used for daily church services. Progress in Hutterite schools is said not to compare "too favorably" with other Alberta schools and regardless of their ability or grade, Hutterite children are "promptly removed from school at the age of fifteen".

The Committee believes there is little hope of resolving the problem of assimilation through compulsory non-segregated schools, but it does feel that more capable personable teachers "with plenty of personality" would have a beneficial effect. Compulsory attendance to include Grade IX standard might be tried and, "later on, the standard could be raised still further". Courses in agriculture, arts and home economics might be taught, with correspondence and adult education courses attempted. Technical training centres might be set up for advanced students and these eventually might lead to the establishment of light industries in the colonies, thus relieving the necessity of acquiring ever-increasing amounts of land.

#### SLOW PROCESS

People who expected the Committee would recommend sweeping, sudden pressures on Hutterites will, of course, be disappointed in the report, as will those hoping that a quick, easy answer would be laid down. The need of assimilating the group into the social and economic life of Alberta is recognized as basic to what may be called the Hutterite problem and guideposts leading to the eventual attainment of this long range objective are erected. But there is no easy, one-pill remedy.

The conclusion reached by the Committee and recorded within the report is "Progress toward assimilation is slow because the Hutterites, due to their strong group cohesion, will it to be slow." And finally, "It will take time and patience."

### ALBERTA'S MUNICIPAL SYSTEM (From Page 4)

didate for whom he desires to vote, fold the ballot so as to conceal the name and expose the returning officer's initials, and return the ballot to the returning officer;

"(c) In the case of any voter being unable to write, the returning officer shall mark his ballot as directed by such voter, and in the presence of all persons present in the room at the time;

"(d) After the ballots have been counted and the result declared, the returning officer shall immediately destroy all the ballots cast, in the presence of all persons present in the room at the time."

#### STATUTES OF ALBERTA - 1907

##### The Local Improvement Act, Chapter 11

This was a new Act and changed such matters as qualification of electors and the voting procedure.

Section 12 of the Act made it mandatory that any person seeking election as a councillor, in addition to the previous qualifications, must be 21 years of age and be a resident of the district.

The Act also provided that election of Councillors must be by secret ballot. The procedure necessary for conducting a poll was set out in Section 22 of the Act.

#### STATUTES OF ALBERTA 1911 - 1912

##### The Rural Municipality Act, Chapter 3

In this year a statute was enacted setting up the Department of Municipal Affairs. The Rural Municipality Act was also passed and placed the responsibility of administering same under the Minister of Municipal Affairs.

Other amendments in this statute amended form "A" for the elector to make a declaration that his taxes are paid. The date of the election was also altered from the second Monday in January to the second Saturday in January.

Under the new statute, an elector was defined by section 2(7) as follows:

2(7) "Elector" means any person, male or female, of the full age of twenty-one years whose name appears on the municipal voters' list as the owner of assessable land in the municipality and who has paid all taxes due by him to the municipality up to the thirty-first day of December last preceding in respect of such lands.

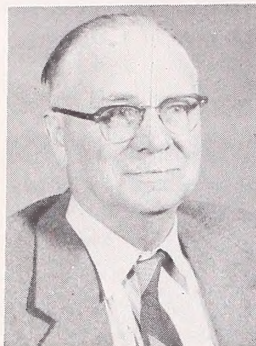
Section 92 of this statute set out the qualifications of Councillors who had to be male resident electors of the age of 21 years and able to read and write. They also had to be British subjects or take a declaration of their intention of becoming naturalized British subjects.

Section 47 states that the council of every municipality shall consist of five councillors who shall be elected by a general vote of the resident electors of the municipality. This in effect provided for the election at large of councillors.

(More Next Month)



## LONG IN THE SERVICE



JOSEPH M. REAR

Another pioneer secretary-treasurer retired from service on October 31 when Joseph Mack Rear closed his desk for the last time at the Municipal Office in Red Deer. A complimentary dinner had been held in his honor some time previously. Carrying on will be James Masson, who has been assistant since 1956, with Ben de Klein, in turn, taking over the assistant's position.

Mr. Rear entered municipal service in 1932 as Secretary-Treasurer of the Village of Irricana. Two years later on November 1 (exactly 25 years ago) he assumed his duties as

Secretary-Treasurer of the old Poplar Grove Municipal District No. 341. Together with Pine Lake, Hayes, Arthur and Golden West, this became a part of the M. D. of Penhold in 1943 and then was renamed the Municipal District of Red Deer No. 55 in 1944. Mr. Rear served as assistant Secretary-Treasurer of Red Deer M. D. from 1946 to 1956 and when William Stringer retired that September he took over as chief.

Mr. Rear was born in Bayard, Iowa, April 12, 1894, coming to Bowden, Alberta, with his family in 1900. His early education obtained at Bowden and May City, he attended Garbutt Business College in Calgary. Early experience includes hitches at farming and construction work with four years as yard manager for the Crown Lumber Company. His military service includes four years with the Lord Strathcona Horse during the First World War and a similar period (1942 to 1946) as weapons training officer with the Canadian army.

In looking back over the past quarter century, Mr. Rear has experienced many changes. "These have been gradual", he observed, "and it is evident that rural administration has steadily kept pace with the changing community life and the expanding economy of the Province."

Referring to Red Deer Municipal District, Mr. Rear singled out subdivision problems as one requiring special attention, with the introduction of a comprehensive zoning bylaw for their regulation. "Councillors have taken a more active part in solving the problems arising in their division," he added. "At one time the secretary managed the municipality between regular meetings". He said the M. D. is in a favored financial position because "the councillors have spent their money cautiously."

Mr. Rear is Past Chancellor of the Order of the Knights of Pythias and a longtime member of the Legion of Frontiersmen. Now that he's retired, he plans to concentrate on a few things which 'till now he's had little time for. Such things as horticulture, wildlife, and color photography.

### PREMIER and MINISTERS ADDRESS DELEGATES

## UAM HOLDS 55TH CONVENTION

"I am told that this is the largest and most successful convention the Union has ever held", said Premier Ernest Manning in addressing some 345 delegates and their wives at the closing session of the fifty-fifth annual convention of the Union of Alberta Municipalities. The Convention was held in Calgary October 29 and 30.

Earlier in the day three other members of Alberta's cabinet addressed the delegates. They were Hon. Dr. J. Donovan Ross, Minister of Health, who spoke about chronic hospitals and hospitalization in general; Provincial Treasurer E. W. Hinman, who outlined some of the problems in obtaining capital funds for municipal purposes; and Hon. A. J. Hooke, Minister of Municipal Affairs.

Mr. Hooke told delegates attending the Friday luncheon that it was time to take a close look at the question of industrial taxation. He emphasised the fact that the McNally Commission Report recommended study of the subject (the effects of the taxation of industry being assumed by the Provincial Government) as well as amalgamation of metropolitan areas of Calgary and Edmonton. "It's safe to say that many people now criticising the proposal have not read the complete report", the Minister said. "I am merely suggesting that amalgamation is but one part of the larger picture which also includes the size of urban centres, the decentralization of industry, the equity as well as equalization of tax levels". He said these subjects would be studied by the Permanent Provincial-Municipal Advisory Board.



**BIRTHPLACE of a TOWN** - Don't look now, but below you is the exact spot chosen for the townsite of Swan Hills. Distinguished chiefly for its heavy timber, the scene is changing rapidly as bulldozers rake over the first stage of building a new town designed to accommodate a population of 1200. Swan Hills district, 150 miles northwest of Edmonton, is Canada's richest oilfield.

## PROGRESS AT SWAN HILLS

Contract for land clearing, street construction and installation of initial sewer and water systems for the new town of Swan Hills was awarded in mid-October to Poole Construction Co. of Edmonton. Announced by W. D. Isbister, Assistant Chief Municipal Inspector and chairman of the Board of Administrators for the town, the contract is the first to be let since the Board took over. Amount involved is \$154,000.

The original plan called for the development of Alberta's newest town to be undertaken by a private company but detailed studies of the area indicated it would be difficult, if not impossible to recover the cost of development within a period of time considered desirable by any private developer. In consequence on October 6, Hon. A. J. Hooke, Minister of Municipal Affairs, announced the Cabinet's decision that development would proceed under the supervision of a Board appointed by the Government.

In addition to Mr. Isbister, the Board consists of Eric Potter, Planner, Town and Rural Planning Branch, DMA; and L. E. Stewart, Chief Sanitary Inspector, Department of Health.

Ron. L. Maxfield, for eleven years a building inspector with the City of Edmonton, has assumed his duties as Development Officer for Swan Hills. Headquarters are soon to be set up in the town.

\* \* \* \*

"Tell me the worst, doctor," said the patient, "what's my bill?"

\* \* \* \*

Some people wish you a good morning and then give you a bad day.

Premier Manning gave an encouraging report on Alberta's Five Year Program, which he had first announced just 14 months previously. In referring to the "reactivation" of the Municipal Financing Corporation this year, Mr. Manning listed three "obvious facts" regarding current capital needs. These are (1) Adequate funds cannot be obtained through taxing the people or from provincial revenues; (2) Money now available on the money market is both inadequate and too expensive; (3) There is a great need for an alternative source of such funds. The Premier then suggested that the Bank of Canada could assist in financing public projects.

Earlier Mr. Hinman had made a similar suggestion. "As an alternative source of capital funds", he said, "perhaps the Bank of Canada should be approached with a view to its making direct loans for municipal purposes". Both Premier Manning and Mr. Hinman then added that the danger of inflation (which the latter called "our arch-enemy") could be effectively controlled by increasing cash reserve requirements of commercial banks.

The two-day convention ran through some 32 resolutions, one of which resolved that before taking further action on the Industrial tax proposal, "the Government formulate a draft plan and place it before the Provincial-Municipal Advisory Board so that discussion among all interested bodies may be facilitated". The resolution was approved almost unanimously after Chairman Ross Ellis assured Mayor Cook of Taber that it contained "no implication for or against" the idea.

As a result of election of officers for 1959-60, Mayor J. M. McAfee of Red Deer becomes Honorary President, while Dr. M. Smith, Camrose Alderman, assumes his duties as President of the Union. ●